United Nations DP/GP/3

Executive Board of the United Nations Development Programme, the United Nations Population Fund and the United Nations Office for Project Services

Distr.: General
9 January 2014

Original: English

First regular session 2014
27-31 January 2014, New York
Item 3 of the provisional agenda
Country programmes and related matters

UNDP Global Programme, 2014-2017

Summary

The Global Programme is the architecture that allows UNDP to provide coherent global policy advice and programme support services, based on country and regional programme experiences and drawing on the pool of evidence, knowledge and expertise gained by UNDP across all development settings. It is anchored in the network of relationships between UNDP and programme and donor countries and institutions, and contributes to the vision of the strategic plan, 2014-2017, by working on what can be done only, or best, at the global level. The Programme will support progress on multilateral agreements and frameworks; provide thought leadership in new or emerging areas in development debates; and overcome barriers to development solutions that could be better tackled at the global level to benefit large groups of programme countries. Programme priorities will be selected from within the following broad areas of strategic plan work: the post-2015 development agenda and sustainable development goals; inclusive and sustainable development pathways; climate and disaster risks; inclusive and effective institutions; and gender equality and women's empowerment.

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I. Situation analysis

1. The world is undergoing the most profound transformation since the Industrial Revolution. This reflects both an acceleration of long-standing trends and the emergence of new, complex, interconnected and dynamic factors.

2. Those factors include:

(a) sustained rise in the engagement of developing countries in global trade, finance, investment and technology flows, as well as in engagement between developing countries;

(b) substantial reduction of extreme poverty and progress, albeit uneven, towards the Millennium Development Goals – but exclusion and inequality are growing in many countries and joblessness levels are high, especially among youth;

(c) demographic transformation, including in the age structure of populations, with numbers of people of working age rising rapidly in some countries and shrinking in others, and more people than ever living in urban areas;

(d) continuing discovery of oil, gas and other natural resources, bringing the potential to transform the prospects of countries but also the challenges related to economic diversification, natural resource management, and expenditure of earned resources – and increasing signs of climate change-induced risks, accentuating the frequency, severity and reach of natural disasters, and intensifying the exposure of people in vulnerable areas;

(e) continued prevalence and increasing unpredictability of man-made crises (and their results) related to inter-ethnic tensions, weak governance, disputed territories, human rights violations, or competition for scarce natural resources; and

(f) proliferation of development ideas, debate and innovation, with greater engagement of diverse development actors, including civil society, the private sector, and academia.

3. There are deep and complex connections between many of these factors, leading to a fundamental conclusion: the world needs to move towards sustainable development, as emphasized in 'Rio+20'. While necessary and feasible, this will not be easy. Progress will depend on advances across the wide range of challenges that countries face.

4. These challenges will demand rigorously researched, practical solutions that go beyond the experiences of a single country or region and draw on the global pool of knowledge, learning and expertise. The solutions include:

(a) forging a global development agenda that connects economic, social and environmental considerations;

(b) leveraging the development record of middle-income countries to assess the options open to rapidly growing, commodity-based economies, so as to promote inclusive, employment-intensive growth;

(c) addressing rapid urbanization so that it accelerates development rather than becoming a bottleneck;

(d) strengthening institutions to improve the performance, accountability, transparency and integrity of the public and private sectors and civil society;

(e) identifying, assessing, mitigating and managing different types of risks (economic crises, natural disasters and social conflict);

(f) overcoming institutional and technical barriers that impede innovation in order to scale up new approaches and methods of addressing development challenges, especially within governments, and

(g) redressing the pervasive, persistent inequality of access to the opportunities and benefits of progress, particularly affecting women and girls, indigenous groups, people living with HIV and AIDS, and persons with disabilities.

II. Past cooperation and lessons learned

5. The fourth Global Programme, 2009-2013 (DP/GP/2), provided a global framework and financed the core infrastructure of UNDP policy analysis, global advocacy and policy advisory services at the regional and country office levels. The Programme has been integrated with the regional programmes through the mechanism of the regional service centres. It has been the vital thread connecting UNDP country offices, the five regional centres, and the global policy centres. Designed to support programme countries in achieving internationally agreed development goals, including the Millennium Development Goals, the fourth Global Programme applied global diagnosis and perspectives to development challenges, catalysing development solutions and ensuring that development experience, innovation and good practices were shared within and across regions.

6. The recent independent evaluation of the fourth Global Programme (DP/2013/19), which noted the important contribution of the Programme to the global policy participation of UNDP, also drew attention to deficits facing UNDP in its implementation of this broad-based programme. The new Global Programme will provide integrated, programme-focused policy advice to be more effective in helping countries respond to increasingly complex and interconnected development challenges. This could result in a shift in the organization of policy services, retaining the specialization demanded by partner countries while avoiding the unintended consequence of becoming 'siloed'. In that regard, while horizontal knowledge-sharing has progressed, there is still room for improving the role of the Programme in brokering South-South expertise and experience.

7. The new Global Programme reflects a considered and comprehensive response to each of the five evaluation recommendations. It responds clearly to recommendation 1, that **UNDP should strengthen the use of the Global Programme to add value beyond what UNDP accomplishes through its regional and country programmes.** The Programme will do what cannot be done as well, or at all, at the regional and country levels. Advisory services will not replace country office expertise and basic capacities. The evidence emerging from thematic, national, and global post-2015 consultations indicates that UNDP will need a small, nimble and intellectually acute cadre of policy advisers capable of providing cutting-edge expertise and strong analytics, designing development solutions to new and complex challenges and offering policy services to advance the next generation of sustainable development goals.

8. The Programme addresses the need for **more specialized policy and technical services in a small number of programme areas** (recommendation 2). It focuses on a subset of issues within the strategic plan that complements and adds value to efforts at the regional and country levels. Thematic specialization in the five priority areas is critical if the Programme is to assist Member States in responding to increasingly complex development imperatives, including the adoption of 'triple win' approaches that integrate social, economic and environmental objectives.

9. Through the Programme, UNDP will be able to translate commitment into action by **ensuring that systematic knowledge sharing activities are put in place, and their effectiveness regularly monitored** (recommendation 3). Knowledge management and innovation are critical functions of the Programme. The UNDP knowledge management strategy identifies ways of strengthening mechanisms, platforms, networks, and models of partnership and collaboration to improve systematic knowledge capture and sharing within and outside the organization and to regularly monitor their effectiveness.

10. In response to recommendation 4, the Programme **substantively integrates gender equality and women's empowerment in development results,** as described in paragraphs 36-37, below. To better integrate gender into UNDP programmes and policy engagement, the new gender equality strategy, 2014-2017, includes a robust accountability framework that allows the tracking and monitoring of gender equality

results and resources as well as investments in gender capacities at country, regional and global levels, to facilitate gender mainstreaming in all units.

11. Finally, the Programme both clarifies and stays rigorously within its demonstrated area of comparative advantage by laying the foundation for clear accountabilities to ensure effective coordination between policy and regional bureaus, and by strengthening the regional service centres as a vital link between headquarters and country offices. The Programme **substantially increases the scope for efficiency gains** (recommendation 5) by focusing on what is of greatest added value and by improving 'value for money', reducing duplication and optimizing roles and responsibilities through the organizational restructuring. This will be further developed in the 2014 corporate strategy to guide advisory services, which will include benchmarking against industry standards for policy services.

III. Proposed programme

A. Rationale and principles

12. In response to the challenges outlined above, the vision of the strategic plan is to help countries achieve the simultaneous eradication of poverty and significant reduction of inequalities and exclusion. Anchored in the extensive UNDP network of relationships with programme and donor countries and institutions, the Global Programme strives to make this vision a reality. It is the architecture that allows UNDP to provide coherent global policy advice and programme support services based on country and regional programme experiences drawn from the pool of evidence, knowledge and expertise gained by UNDP across all development settings.

13. The Programme will contribute to the vision of the strategic plan by working on what can be done *only* or *best* at the global level. The focus of the Programme will be to: support progress on multilateral agreements and frameworks based on the UNDP mandate or inter-agency agreements on UNDP responsibilities; provide global thought leadership on issues that are complex, new or emerging in development debates; overcome barriers to development solutions that may require global policies, guidance or advocacy; and take advantage of economies of scale to address development issues that could benefit a large number of programme countries.

14. The Programme makes two complementary contributions. First, it helps achieve *development results*. Drawing directly from the strategic plan, it promotes a coherent conceptual framework to address priorities and issues that the Programme should tackle. It will focus on a subset of development issues within the strategic plan in a way that adds value to and complements efforts at regional and country levels. To remain relevant in the development context, additional areas of work may be added during years two and three, while others are reconsidered and removed. This approach allows UNDP to maintain necessary flexibility in a dynamic environment; it establishes the Programme as an instrument enabling UNDP to adapt to and lead on specific new areas of work during the course of the strategic plan; and it avoids excessive prescription or prediction at the outset of the plan.

15. Second, the Programme facilitates *development effectiveness* by raising programming quality across the organization. This will be accomplished by setting rigorous technical standards and strengthening quality assurance mechanisms to ensure that all programmes and projects meet the quality criteria during the entire programming cycle (see the section on standards, quality assurance, and coherence, paragraphs 23 and 24, below).

B. Functions of the Global Programme

Analysis, advocacy and measurement for global 'thought leadership'

16. To influence the policy area, analysis and advocacy must be grounded in reliable data and a strong evidence base derived from policy research. Analysis and advocacy must draw from knowledge and lessons learned through programme or project

monitoring and evaluation, as well as exchanges and partnerships – including with academia and research institutions. UNDP will continue to be a source of original thinking based on forward-looking policy research and analysis. The Global Programme will create a bridge between global knowledge and country experiences, and between policy and practices, to generate ideas that are grounded in reality, relevant, and practical for countries. The global policy centres, positioned in various regions around the world, will have a critical role in each of these aspects.

17. The Programme will strengthen the 'means to measure' complex development conditions and to assess development progress. It will do so by: (a) building on and strengthening national, regional and global mechanisms for gathering, monitoring, analysing and disseminating data on the connections between poverty, social equity, environmental and governance issues in the light of Rio+20 mandates and the post-2015 agenda (such as strengthening statistical capacity in the development and monitoring of indicators for measuring sustainable development); (b) analysing data collected on impact, outcome and output indicators in the integrated results and resources framework of the strategic plan, learning from regional and country typology and other meaningful differences in development conditions; and (c) making data and analyses widely available through open databases that can guide the prioritization of policies and budgets, inform policy solutions and feed evidence-driven advocacy and campaigning efforts. The Programme will promote UNDP participation in global mechanisms and processes for dialogue and collective action, offering ideas and building coalitions of partners that can prioritize poverty eradication, inequality and exclusion, while boosting sustainability and risk resilience.

Innovation and knowledge management

18. Emerging challenges and risks put pressure on existing development models. To remain substantively relevant in this environment, UNDP will adjust both the content of its policy services and the methods and approaches it uses to identify, frame and deliver them. The adjustments will cut across all seven outcomes of the strategic plan, 2014-2017, including identifying inclusive and sustainable pathways to progress. The Programme will employ methods such as using 'big data' to scan the horizon, and 'foresighting' – or creating scenarios of possible and plausible future developments and risks – to prepare for, adapt to and capitalize on shocks, changes, and opportunities. Innovative approaches such as mobile data collection and dissemination, real-time monitoring, and data visualization, will be tested to expand opportunities for partners to learn from each other, adapt and transform. The Programme will provide platforms, tools and technical assistance to utilize crowd-sourced data to inform development dialogues and policies. The web-based and social media platforms of UNDP will foster a stronger culture of knowledge capture, exchange and learning within and outside the organization, and will facilitate South-South and triangular cooperation to identify and share solutions.

19. Advancing knowledge management in UNDP will involve learning from direct experience in different development settings, as well as from the work of a large network of partners, transforming those experiences into useable knowledge, good practices and, ultimately, sustainable development results. This will help define replicable or transferable elements at the crux of a successful development experience, taking into consideration the development context and identifying what can be prototyped, tested and scaled up. The Programme will strengthen models of knowledge partnerships that are open, collaborative, flexible, and results-driven. It will encourage and generate 'knowledge traffic' between countries and across regions, inform debates on global agendas and frameworks, facilitate the internalization of globally-agreed goals by programme countries, and help build the partnerships and coalitions necessary to drive transformation through development.

20. To take full advantage of the opportunities that innovation and knowledge bring to tackle development challenges, countries will need a new set of institutional capacities.

The Programme will strengthen the *adaptive* capacities of national partners, allowing them to anticipate potential change, plan for and adjust to disruptions, and manage risks – whether they be financial, economic, social, political, environmental, or a combination. It will also support the development of *collaborative* capacities, to make sense of diverse ideas and competing priorities and push through reform in collaboration with a variety of actors across boundaries of organization, sector, and geography.

Interregionality

21. The ability to connect and advance learning, knowledge, expertise and experiences across regions is a niche role characterizing UNDP as a truly global multilateral institution, particularly with respect to South-South and triangular cooperation. It demands the demonstration of a critical mass of connected effort and results across regions. While there are some good examples of 'interregionality' in UNDP, these are limited and below potential. The Programme will become the main vehicle through which UNDP will address interregional cooperation in five priority areas (see paragraph 25, below, on proposed priorities). The foundations are laid in the regional programmes, which contain a set of shared objectives: the post-2015 agenda and sustainable development goals, climate and disaster risk, and their close linkages with natural resources management, preventing conflicts, and enabling recovery from crises.

Programme support

22. The aim of the Programme will be to revitalize the UNDP policy infrastructure; increase the decentralization of programme support services to the regional level; and buttress country office capacities. This will mean more effectively harnessing the cadre of policy advisers and specialists residing at headquarters, regional centres, global policy centres and country offices, to help translate global policy guidance into country-level development results by addressing local priorities and conditions. It will also entail contextualizing global policy and delivering specialized technical expertise through the conception, design, implementation and monitoring of programmes and projects in the outcome areas of the strategic plan. The aim will be to ensure smooth, continuous loops between UNDP work on the ground and the development of global policy.

Standards, quality assurance and coherence

23. The Programme will function as the standard-setting and quality assurance mechanism for UNDP programmatic interventions. While the regional bureaus and country offices will be responsible for achieving results through their programmes and projects, the responsibility for standard-setting and measurement against those standards, and for providing quality guidance and support to meet them, will reside with the Programme.

24. In that regard, the Programme will handle three critical areas:

(a) First, it will set programmatic standards, determining whether programmes and projects: are *strategic* (contribute to 'transformational change' in terms of depth and scale); are *relevant* (address national and local priorities and employ approaches and methods appropriate to development context); adopt good practices in *management and monitoring* (use theories of change, clear results and indicators for measurement, take management decisions based on evidence); are *efficient* (cost-effective use of resources); are *effective* (strong contribution to development results), are *sustainable and nationally owned* (institutional capacity development and strengthening of national systems); and meet *social and environmental standards* (including gender and human rights considerations).

(b) Second, it will provide technical and policy advisory services to ensure that programmes and projects meet the quality criteria through institution-wide quality assurance mechanisms. Guidance and support will be provided throughout the programming cycle, including concept development, design and appraisal, implementation and monitoring, and closure and evaluation. Subject matter experts will participate in the programme or project appraisal committees and annual reviews, and at other relevant points during the programme or project life cycle.

(c) Third, it will ensure coherence of programming policies with the United Nations Development Group (UNDG), including with respect to programming principles. UNDP policy and technical work will be integrated and coordinated with that of United Nations entities at the global level, particularly in areas where there are agreements on lead and co-lead responsibilities. Coherence will be strengthened through joint programming and United Nations system mechanisms such as 'delivering as one'.

Proposed priorities

25. The Global Programme focuses on specific, concrete issues that fall within the five major priorities below (which are drawn directly from the areas of development work in the strategic plan and based on the criteria described in paragraph 13):

(a) the post-2015 development agenda and sustainable development goals;

(b) inclusive and sustainable development pathways;

(c) climate and disaster risks;

(d) inclusive and effective governance; and

(e) gender equality and women's empowerment.

The post-2015 development agenda and sustainable development goals:

26. The power of a shared global development agenda and set of goals, as captured in the Millennium Declaration and the Millennium Development Goals, has been amply demonstrated over the past decade. The evidence highlights the value of: a common focus that is adaptable at the country level; policy research as a critical input for implementation; measurement, monitoring and analysis to inform policy choices, driven primarily by national systems; and sustained global and civic mobilization to raise awareness and press for action. It also shows that while progress has been made on the Goals, that progress is uneven, and the final push will be as important as the initial impetus. The evidence points to broad popular demand for a future development agenda that addresses the economic, environmental and social dimensions, looks carefully at non-traditional development issues such as peace, justice and governance, and is more inclusive, more 'bottom-up' and more in tune with the challenges that have emerged over the past decade.

27. The experience of UNDP with the Millennium Development Goals has reinforced its role as one of the few multilateral institutions that can provide the 'connective tissue' to hold a global development agenda together. UNDP is an effective thought leader and advocate that can integrate economic, social, environmental and governance issues; a bridge between actions at global, regional and country levels; and a coordinator of effort across the United Nations development system. Its evolving approach to resilience-building – bridging humanitarian, peacebuilding and longer-term development efforts to reduce risks, prevent crises, avert major development setbacks and promote human security – reinforces that 'connective tissue', placing the organization in a unique position to provide policy advice on integrating these issues with a risk-sensitive approach to poverty eradication.

28. Building on those foundations, the Global Programme will:

(a) help conceptualize and drive *a systematic, multi-year UNDP policy research agenda* to inform global debates and influence the design and implementation of the post-2015 agenda and sustainable development goals. UNDP will substantially raise its profile as a source of, and collaborator in, original research and analysis focused on issues currently affecting programme countries and issues that may affect them in the future. It will emphasize the potential of South-South and triangular cooperation, involving leading academic and research institutions as well as 'think tanks'. The policy research agenda will focus on ways to eradicate poverty and reverse growing inequalities and exclusion, with a commitment to core concerns such as gender equality and women's empowerment. It will advance knowledge

about how to bring together and balance choices across economic transformation, social inclusion, environmental sustainability, and democratic governance, while dealing with an array of risks from natural and man-made sources that could disrupt development progress.

(b) substantially advance *measurement, monitoring, and data collection and analysis* to further the 'data revolution' requested by Member States and other stakeholders as a contribution to the post-2015 agenda, working with the United Nations Department of Economic and Social Affairs, regional economic commissions and other United Nations funds, programmes and specialized agencies. That effort will further the collaborative work already under way between the Human Development Report Office, United Nations system entities and external partners on measurements of growth beyond gross domestic product. Building on its leading role in the United Nations development system in monitoring the Millennium Development Goals, and recognizing the mandates and efforts of other United Nations and development partners, UNDP will become a global resource and connector of data in its areas of work. This will happen through: (i) design, testing and adaptation of indicators to measure and map poverty, inequalities and exclusion, disaggregating and noting particular gaps by gender, location, indigenous status and other relevant characteristics; (ii) development and utilization of data collection instruments that can be integrated into international and national statistical systems and surveys, to create an evolving body of relevant, accurate and comparable time-series data; and (iii) open access to data and analysis in UNDP areas of work.

(c) advocate and participate in *global processes and debates,* drawing on the knowledge and the wide range of partnerships in UNDP areas of work. This might entail: advancing ideas and options for building democratic political systems that can accommodate all stakeholders, through effective central and local governance as well as power-sharing arrangements; mitigating the impact of economic shocks through safety nets and social protection systems; progressive achievement of universal access to basic services; and social innovation that can provide youth with a leading role in democratic development and economic empowerment.

(d) codify lessons learned from the Millennium Development Goals and support nations in applying them in the formulation of sustainable development goals. In the *final push to attain the Millennium Development Goals by 2015*, the continuing implementation of the MDG Acceleration Framework will be the centrepiece of UNDP efforts. It will build on growing collaboration across the United Nations development system and with the World Bank.

Inclusive and sustainable development pathways

29. A critical prerequisite for future progress will be the ability of programme countries not only to accelerate growth but to achieve a step change in the *quality* of growth. This will require, in particular, a more inclusive model based on the poor and excluded benefiting disproportionately from additional growth, driven by breakthroughs that boost employment, tighten links between poverty eradication and environmental sustainability, and rapidly expand access to vital services such as clean, affordable, and reliable energy while raising energy efficiency.

30. To that end, the Global Programme will focus on three essentials that benefit from global perspective, drive, collaboration and pooled knowledge and experiences and will:

(a) identify policy options that facilitate the move towards inclusive and sustainable development pathways over the medium to long term, and help build country capacities to manage an employment-rich process of structural economic transformation;

(b) develop options for improved natural resources management, biodiversity and ecosystems to increase access and contain the adverse effects of degradation on poor people and poor countries; and

(c) identify policy solutions – workable across middle-income, low-income and least developed countries – that can accelerate access to modern off-grid energy services while shifting the energy mix from fossil fuels to lower-carbon and renewable sources while raising energy efficiency and reducing the energy intensity of output.

31. A concern across all three essentials will be to understand systematically the factors that affect the role and participation of women – both as agents of transformational development change and as beneficiaries of access to services, resources, jobs and livelihoods – and to identify context-sensitive solutions that result in gains in gender equality and women's empowerment.

32. The Programme will tackle the three essentials by drawing on UNDP country and regional programmes, and the broader experiences of programme and donor countries, to establish a collaborative network that identifies, develops, tests, assesses and promotes innovative ways of tackling issues of employment and livelihoods, natural resources management and energy. The focus will be on options relating to policy and investment choices, institutional arrangements and capacities, technical and technological solutions, and hybrid partnerships across public, private, academic, civic and development institutions within and across borders.

Climate and disaster risks

33. Climate and disaster risks present a growing threat to the development trajectories of programme countries – and increasingly demand a step change in the way they are being tackled. This is particularly the case because countries need to build resilience to both rapid-onset, climate-induced shocks and slow-onset phenomena.

34. Building on and supporting an expanding UNDP country and regional programme portfolio on climate change adaptation and disaster risk reduction, preparedness and recovery, the Global Programme will:

(a) advance *metrics and methodologies* for improving the availability, quality and coverage of data and analysis to monitor and assess climate and disaster risks, as well as their differentiated impacts by gender, income and location, linked with planned work on a multi-year UNDP policy research agenda and the concept of 'statistics for sustainability'.

(b) identify, learn from and advance options for integrating low-emission, climate-resilient objectives into global, regional and country *plans and investment programmes* to incorporate adaptation and disaster risk management into national and sectoral development planning.

(c) help programme countries to identify combinations of policy and institutional options that can maximize their readiness to access, sequence, combine, implement and evaluate the use of an emerging range of *climate finance* options; democratize access to climate finance and blend it with traditional development finance, learning from the successful experiences of middle- and low-income countries to expand access for least developed countries. The Programme will examine ways in which programme countries can receive, manage and report on significant financing for reducing deforestation and forest degradation.

(d) Encourage *innovation* – through cross-country partnerships (especially South-South and triangular cooperation, and between humanitarian and development actors), 'seed' funding, experimentation and learning – to manage risks, develop, adopt or adapt products and services that reduce financial risk and offer improved incentives for mitigation and adaptation over the medium to long term, experiment with resilient infrastructure, and employ new institutional designs and operating methods to cope flexibly and effectively with a growing range of hazards. In the latter case, special emphasis will be placed on designs and methods that incorporate strong citizen and community involvement, particularly of women and other affected populations.

Inclusive and effective governance

35. The Programme will address three aspects of institutional reform and development that will be essential for integrating resilience into the development process. They are:

(a) leading-edge issues in *democratic governance* focused particularly on two areas: first, challenges connected with transparency and accountability (such as in the extractive industries) deriving from the mandates of UNDP and the United Nations Office on Drugs and Crime in relation to the United Nations Convention against Corruption; and, second, continued support to electoral policy development in the context of the Inter-Agency Coordination Mechanism for Electoral Assistance, chaired by the Electoral Assistance Division of the Department of Political Affairs and including UN-Women, the United Nations Educational, Scientific and Cultural Organization, the Office of the United Nations High Commissioner for Human Rights, the Department of Peacekeeping Operations, and UNOPS; training through global initiatives such as 'Building Resources in Democracy, Governance and Elections' (known as 'BRIDGE'); and support to external knowledge networks, such as the Electoral Knowledge Network of the Administration and Cost of Elections project, with United Nations and external partners including the International Foundation for Electoral Systems, the Electoral Institute of Southern Africa, Elections Canada, the Carter Center, and the Instituto Federal Electoral of Mexico. The Global Programme will strengthen legal, policy and institutional frameworks for access to, and sustainable use and benefit-sharing of, natural resources, ecosystem services, and chemicals and waste disposal.

(b) new models or forms of *urban governance*, with an emphasis on ground-breaking policy, regulatory, institutional and partnerships prototypes. These will be addressed in collaboration with UN-Habitat and the United Nations Environment Programme (UNEP), as well as government entities, foundations and 'think tanks', through South-South and triangular cooperation. The issues are: (i) the basics of urban governance, especially in larger metropolitan areas – metropolitan and regional planning and coordination institutions, spatial planning systems and consultative processes that can encompass and deal with the complexity and dynamism of big cities, especially access by the poor to economic opportunities and basic services, including energy, as well as greater voice and participation at local levels; and (ii) management of key risks – climate induced and disaster risks, including from man-made sources (such as environmental pollution) and threats to citizen security, particularly examining how to make rapid progress towards sharply reducing violence against women and girls.

(c) policy and institutional options for *peace and development through reconciliation and inclusion*, especially in contexts of rapid change or volatility. The aim will be to draw upon lessons learned in several programme countries across regions, and to offer practical ideas for greater impact, better collaboration across countries, and a stronger basis for collective learning and adaptation. The focus will be on applying global 'good practice' for integrating conflict sensitivity into development programming, and finding and developing the mix of institutions and processes that can promote reconciliation and inclusion, especially those that offer the best scope for women's leadership and participation. Such processes include strengthening early warning mechanisms and 'infrastructures for peace'; improving access to justice in stable development settings; and deepening the rule of law, justice and security in crisis and post-crisis settings (including transitional justice, combating gender-based violence, and maximizing access to justice, especially for women and youth).

(d) *institutional preparedness and recovery in crisis situations*, particularly in two areas: first, global guidance on recovery preparedness focused on strengthening the institutional capacities of governments before a disaster or conflict occurs, so as to plan for and manage recovery processes (such as emergency jobs creation). This will help embed transformative approaches for recovery into institutional systems. Second, creatively using, preparing and deploying South-South capacities,

volunteers, and private sector capabilities to restore core functions and basic capabilities – especially at subnational levels – in a relatively short time. In that regard, the Programme will make particular use of UNDP presence and work in all Group of Seven Plus countries participating in the New Deal for Engagement in Fragile States.

Gender equality and women's empowerment

36. UNDP recognizes that advancing gender equality and empowering women is a precondition to achieving sustainable development. Yet despite progress made since the Fourth World Conference on Women, a range of challenges to gender equality and women's empowerment remain. These include women's unequal access to economic and environmental resources; social and legal discrimination against women and girls, and their disproportionate burden of unpaid work; and violence against women. These challenges hold back progress for women, their families and their countries. In the poorest countries, and in settings affected by violent conflict or natural disasters, gender inequality and its negative effect on development is often exacerbated.

37. For UNDP, gender equality is centered in international human rights, norms and standards. The fulfillment of women's and men's civil, cultural, economic, political and social rights is central to the human development framework of UNDP and vital to achieving sustainable development. Consequently, advancing gender equality and empowering women are cross cutting components of the strategic plan and are the focus of outcome 4 in particular. The Global Programme will support organizational efforts to mainstream gende. across all outcome areas through the elaboration and implementation of institution-wide tools for gender mainstreaming and monitoring progress. The Programme strongly supports the implementation of the gender equality strategy, especially on issues of discrimination, South-South cooperation, engaging men and boys in gender equality advocacy, and the body of UNDP work to prevent and respond to sexual and gender-based violence.

IV. Programme management, monitoring and evaluation

A. Management arrangements

38. The Global Programme will be directly executed, with accountability and oversight vesting in the Director of the Bureau for Policy and Programme Support. A Global Programme advisory board, chaired by the Bureau director and composed of the deputy directors of regional bureaus, will be established to provide strategic direction and guidance for effective and efficient programme implementation, and to assist in continuously validating the relevance of the Programme in responding to global development challenges and priorities. External oversight will be exercised as prescribed in UNDP programme policies and procedures.

39. While the regional programmes and the Global Programme operate at different levels in terms of geography and allocation of human and financial resources, they all contribute to the strategic plan results. The Programme is an instrument of coherence and is not hierarchically superior to the regional programmes: all six instruments have the same legislative authority, granted by the Executive Board.

40. Results coordination will take place at three levels: high-level coordination and oversight of coherence between the Global Programmes and regional programmes by the Executive Group, the Organizational Performance Group and the advisory boards of the Global Programme and regional programmes at headquarters; regional-level oversight of complementarity between the global and regional policy framework in each region through the Regional Service Centre board; and coordination of policy and programming instruments at the national level, based on the subsidiarity principle, connecting the support provided by professional competency clusters (see paragraph 45), global policy and Regional Service Centre-based advisors; and resources allocated to the Global Programme and to regional and country programmes.

41. To operationalize the Programme, there will be seven major work streams funded by its resources:

(a) a global development research programme, focusing on an 'over-the-horizon' research agenda in coordination with the Human Development Report Office;

(b) global development policy advisory functions, through headquarters and global policy centre-based advisers who have this primary responsibility;

(c) a global advocacy function, through the provision of evidence-based support and development analytics for the global positioning of the organization and articulation of the UNDP leadership discourse in global development processes;

(d) country programme support through policy advisory services and technical assistance to UNDP country offices and national counterparts, in coordination with other United Nations organizations, at all stages of the programming cycle (to be further developed in the corporate strategy to guide advisory services);

(e) knowledge management and innovation functions to implement the knowledge management strategy, and to find, reflect, prototype and scale up innovations;

(f) setting quality standards for programming, integrating results-based management, capacity development, social and environmental standards including gender equality and human rights, knowledge and innovation, and South-South and triangular cooperation; and

(g) monitoring the integrated results and resources framework of the strategic plan and the Global Programme results framework to provide high-quality analysis and reporting on the work of UNDP to the governing bodies of the organization.

42. Within the scope of Programme deliverables, directly implemented global projects will be designed and implemented to operationalize specific aspects of the Programme. With respect to regional and country programme portfolios, the Programme will provide guidance and support to ensure that regional and country projects meet quality standards at all stages of the programming cycle (as set out in the section on standards, quality assurance and coherence, paragraphs 23 and 24, above).

43. While there have been many successful examples of innovation within UNDP, the need exists for an institution-wide approach to supporting innovators for broader application and scale. A core objective of the Programme will be to develop a global support system with formal 'innovator support' for UNDP teams to find, reflect, prototype and scale up innovative methods and approaches to development challenges.

44. Another significant shift will affect the way policy services are organized and delivered, moving from a practice-based architecture to a more flexible, multi-disciplinary, issues-based approach to development solutions. Given the shared nature of policy support services throughout UNDP and the complexity of the development issues to be addressed, the organization will need to adopt a matrix management approach. Two main axes could support this arrangement: professional competency clusters and development solutions teams. Policy professionals will be managed within both axes, with the development solutions teams having the dominant line of accountability since their work would relate directly to the achievement of development results. The Programme is expected to establish the managerial link between professional competency clusters and development solutions teams at headquarters. Each of the axes is described below.

45. *Professional competency clusters,* grouped around closely related technical specializations or disciplines, could provide a stable basis for organizing policy functions. They would serve as the main organizational arrangement for issues related to technical standards and specializations, professional development and networking, quality assurance, performance assessment and mutual support. Professional competency cluster team leaders would assume accountability for staff recruitment, quality assurance and regular staff assessment. Staff would initially be recruited into a professional competency cluster based on their specific technical expertise, and from there be available to work as required in a development solutions team. They would

spend identifiable staff time on knowledge management, working within both their cluster and their team. Regional professional competency cluster leaders are also intended to be funded by the Programme.

46. *Development solutions teams* bring together relevant mixes of technical expertise to address development issues as they occur – complex and multidimensional – in response to country office, regional or global demand, as seen with the recent set-up of development solutions teams to develop emergency responses for crisis situations. These teams are not static; they are flexible, time-bound platforms that are established and dismantled as required. They are expected to provide thought leadership on key development challenges as well as practical advice to development practitioners throughout the UNDP global network. UNDP has prototypes of development solutions teams already in operation, such as the support team to the 'One Secretariat' on post-2015 development planning and the team on extractive industries for sustainable development.

B. Monitoring and evaluation

47. The contributions of the Global Programme to strategic plan results are articulated in the results and resources framework (see annex, available on the UNDP website). It includes strategic plan outputs that are Programme priorities, and indicators to measure whether the Programme has been successful in delivering high-quality policy guidance and programme support to realize those outputs. While the strategic plan outputs under outcomes 1-6 are country-facing, those under outcome 7 are on the global level, and are thus the direct results of the Programme.

48. Monitoring will be carried out at global and regional levels, strengthening the continuous feedback cycle between policy and practice. The experiences, evidence, knowledge and lessons learned regarding what works and what does not at the country or regional level will inform global policy and guidance. New approaches and tools developed at the global level will be tested and piloted at the country and regional levels, scaled up, and contribute to more wide-scale and sustainable results on the ground through programmes and projects. The cycle of monitoring will be short, to enable the Programme to collect and analyse data quickly, correct course, flexibly adjust to changing and increasingly complex realities, and continuously incorporate innovative and cutting-edge knowledge and methodologies. These will be fed into the policies, standards, and guidance of the United Nations development system and its partners. The Programme will continuously scan for new and emerging issues that are best addressed at the global level, and will adjust its priority issues accordingly.

49. In addition to measuring the contribution of the Programme to the development results mentioned above, development effectiveness indicators will be monitored throughout the life of the Programme. These are related to standard-setting and quality assurance, including the development and implementation of social and environmental standards.

50. The monitoring and evaluation plan of the Programme includes the following:

(a) midterm review: the midterm review of the Global Programme will be integrated into that of the strategic plan to determine progress towards targets, assess the contribution of the Programme to the strategic plan results, and feed into any necessary adjustments to the Programme;

(b) independent thematic evaluations (up to eight in number);

(c) decentralized evaluations as required by partnership protocols, such as for the Global Environment Facility and the Global Fund to Fight AIDS, Tuberculosis and Malaria; and

(d) final independent evaluation: carried out as part of the strategic plan evaluation, to determine the relevance, effectiveness, efficiency, and sustainability

of the Programme and how it has contributed to strategic plan results to inform the next programme cycle.

C. Resources

51. In accordance with the integrated budget estimates for 2014-2017 (DP 2013/41, table 2), the core resources to be allocated through the programming financial framework to support the Global Programme will be as follows:

(a) under 'Programmes – global window', $69.024 million;

(b) under 'Development effectiveness – gender mainstreaming', $10.485 million;

(c) under 'Development effectiveness – policy advisory services', $46.094 million.

52. The above resource estimates are based on a programme base level of $540 million per year for 2014-2015 and $600 million per year for 2016-2017. Actual allocations will be adjusted depending on the level of voluntary contributions received.

V. Partnerships

53. The Global Programme is at the leading edge of global partnership-building in UNDP, and serves as example and catalyst for a wider transformation of ways to work with partners to achieve results in programme countries. This effort is guided by a core set of principles: engaging a broad range of partners, each contributing different perspectives, approaches, expertise and constituencies; minimizing transaction costs and bureaucracy; working in a collaborative, open, and flexible manner; being results-driven, with mutually agreed objectives, roles and clear time frames; utilizing innovative ways to share costs and risks; and employing safeguards and ensuring accountability for performance.

54. While these principles will be applied in work with all partners and through all partnership modalities, the Programme – taking into consideration the objectives, roles and arrangements established through relevant global frameworks[1] – will place a strong emphasis on the areas delineated in the following paragraphs.

55. *A broadening and deepening of South-South and triangular cooperation that responds to the expectation, laid out in the strategic plan, that UNDP will be the "global operational arm" for these modalities.* Together with the development of a South-South project modality, this has the potential to transform the scope, manner and results of partnerships during the next four years. The Programme will give UNDP the capability to ensure not only that this happens, but also that basic quality assurance standards, technical skills, and monitoring are in place to track and assess how South-South and triangular cooperation are being pursued by the organization through its regional and country programmes. This will complement the system-wide coordination, outreach and dialogue functions of the United Nations Office for South-South Cooperation.

56. *Strengthening partnerships for effective development cooperation with diverse development actors.* The Busan High-Level Forum on Aid Effectiveness saw a new global development partnership that embraces diversity and recognizes the distinct roles that all stakeholders can play to support development based on national development priorities. Through its work on effective development cooperation, UNDP will contribute to enhancing the synergy, complementarity, and quality of various types of development cooperation and financing. The Programme will strengthen transparent systems and will develop guidance to ensure that countries gain equitable access to resources, effectively manage and spend them, and promote mutual accountability for development results (such as through the International Aid Transparency Initiative).

[1] These include Rio+20, the Istanbul Programme of Action for Least Developed Countries for the Decade 2011–2020 (A/CONF.219/3/Rev.1), th Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of Small Island Developing State the Nairobi Declaration on South-South cooperation (A/RES/64/222), the Buenos Aires Plan of Action for Promoting and Implementing Technica Cooperation among Developing Countries (1978), the Hyogo Framework for Action, and the New Deal for Engagement in Fragile States.

57. *Paying closer attention to crucial the role of UNDP in several United Nations system-wide mechanisms and processes.* The emphasis will be on ensuring sufficient preparedness and engagement to secure the best possible outcomes in terms of collaborative work globally, and a shared understanding of roles and responsibilities in delivering results on the ground. The Programme will prioritize following areas:

(a) Monitoring of the Millennium Development Goals at the global level and implementation of the MGD Acceleration Framework (these efforts will evolve, as needed, to support the post-2015 agenda and sustainable development goals, particularly in relation to statistics and statistical capacity-building, and will be combined with those of the Department of Economic and Social Affairs, regional economic commissions, other United Nations programmes, funds, and specialized agencies, the World Bank, and regional development banks);

(b) Expansion of the Secretary-General's Sustainable Energy for All initiative, working with the United Nations Industrial Development Organization and the World Bank, among other entities;

(c) Collaboration with UNEP on poverty-environment linkages and with the International Labour Organization on employment creation based on sustainable technologies;

(d) Continued deepening of collaboration with UN-Women on gender equality and women's empowerment, to sharpen complementary contributions on shared concerns;

(e) Further strengthening of the bridge between humanitarian action and early recovery, working through the Inter-Agency Standing Committee, particularly the Cluster Working Group on Early Recovery, and collaboration with the World Bank to promote an effective multilateral response at the country level, including engagement in the work of the UNDG, the World Bank and the European Union on post-crisis recovery and response;

(f) Deepening the partnership with the Secretariat regarding peacebuilding and integration into United Nations peacekeeping mission settings, including fulfilment of the responsibilities associated with being – with the Department of Peacekeeping Operations – the global focal point for police, justice and corrections in the rule of law in conflict and other crisis settings;

(g) Continued partnerships on electoral assistance, as described in paragraph 35(a), above;

(h) As a cosponsor of UNAIDS and under the UNAIDS division of labour, follow-through on the lead role of UNDP in developing policy and programming best practices on HIV that address development planning, governance, human rights, gender and sexual diversity (UNDP will continue to analyse the social determinants of health as a cause that fosters or impedes human development, including its seminal work and partnership on HIV and the law, integrating the fight against discrimination into a larger strategy for effective and democratic governance and reduction of vulnerability); and

(i) As the coordinator of UN-Oceans, the primary focus of UNDP will be on improving the management and governance of water and ocean resources to address the root causes of poverty and improve livelihoods, fight corruption and increase gender equality.

58. *Significantly strengthening partnerships with the private sector.* First, the base will be broadened from the traditional focus on multinationals from the North investing in the South – important as that will remain – to the burgeoning role of Southern multinationals investing in the South. Second, much greater emphasis will be placed on linking work with the domestic private sector across several programme countries and regions. Third, options will be explored for innovation in areas that are core parts of UNDP work but where private sector engagement remains ad hoc and under-utilized. This could include, for example, examining how the private sector, both domestic and

international, can assist with early recovery after conflicts and natural disasters. Another major focus will be on private sector participation in rapidly expanding people's access to off-grid sources of renewable energy and boosting energy efficiency, which will depend heavily on private finance and expertise, feasible business models, and productive public-private partnerships.

59. *Deepening collaboration with civil society.* The emphasis will be on partnerships that can foster a vibrant, responsible and capable civil society through: design of appropriate policy, legal and regulatory frameworks; testing and adoption of ideas for better governance within civil society itself; supporting the formation of, or strengthening, civil society networks and coalitions that can work on development issues; and constructive dialogue and partnering with government, the private sector and other non-state actors. This will foster an enabling environment for civil society to contribute at scale as advocate, facilitator, enabler, innovator and service provider. Particular emphasis will be placed on how democratic systems can tap into systematic and sustained expression of 'bottom-up' demand as well as consistent civic engagement; the application of a wide range of 'social accountability tools' – such as public expenditure tracking surveys , social audits and community scorecards – making innovative use of new technologies and social media; and 'whole-of-society' initiatives that can bring together government, civil society and the private sector.

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